

Message Text

CONFIDENTIAL

PAGE 01 BONN 03558 091558 Z

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ACTION EUR-25

INFO OCT-01 ADP-00 CIAE-00 DODE-00 PM-09 H-02 INR-09 L-03

NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SS-14 USIA-12

GAC-01 SAL-01 MBFR-03 SAJ-01 RSR-01 EB-11 /108 W
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R 091450 Z MAR 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC 3772

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION BERLIN

USMISSION NATO

C O N F I D E N T I A L BONN 3558

E. O. 11652: GDS

TAGS: PGOV PBOR ETRD WB US UK FR GW GE UR

SUBJECT: FRG- GDR AIR NEGOTIATIONS: TRIPARTITE CONSULTATIONS

REF: A) STATE 42282

B) BONN 3244

C) STATE 37008

1. SUMMARY: AT MARCH 6 MEETING WITH BRITISH AND FRENCH EMBASSY COUNSELORS, WE GOT FIRST DETAILED UK REACTION TO DEPT' S POSITIONS (REF C). THE FRENCH OFFERED ONLY GENERAL COMMENTS PENDING FURTHER STUDY OF U. S. PAPER. WE PLANNING ANOTHER TRIPARTITE MEETING FOR EARLY NEXT WEEK. THIS MESSAGE INTENDED AS STATUS REPORT. END SUMMARY.

2. BRITISH AND FRENCH HAVE RAISED BOTH TACTICAL AND SUBSTANTIVE QUESTIONS ON U. S. APPROACH. MAIN TACTICAL QUESTION WAS WHETHER IT IS DESIRABLE AT THIS STAGE TO MAKE DETAILED PRESENTATION TO GERMANS ON WIDE RANGE OF POINTS COVERED IN REFTEL C. BOTH BRITISH AND FRENCH REPS THOUGHT IT PROBABLY BETTER FOR ALLIES TO WAIT AND ONLY PASS THROUGH DOORS THE GERMANS THEMSELVES OPEN RATHER THAN PRESENTING THEM
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 03558 091558 Z

WITH A LONG AND PARTLY UNSOLICITED LIST OF ARGUMENTS. HOWEVER, THEY AGREED ON VALUE OF REACHING COORDINATED POSITIONS FOR POSSIBLE DEFENSIVE USE.

3. ON SUBSTANCE, BOTH BRITISH AND FRENCH FELT ALLIES SHOULD BE LESS RIGID ON LUFTHANSA ENTRY INTO THE INNER- GERMAN SERVICE. BRITISH COMMENTED THAT U. S. POSITION ON THIS SUBJECT APPEARED LESS FORTHCOMING THAN WHAT WAS SAID IN THE BONN GROUP AIR STUDY (PARAS 25, 26, 38 AND 39).

4. THE BRITISH AND FRENCH REAFFIRMED THEIR SUPPORT FOR JOINT POSITION AGAINST THREE POWER TALKS WITH SOVIETS TO GET INNER- GERMAN AIR NEGOTIATIONS STARTED (REF B). WE EXPECT BAHR, AT HIS MEETING WITH ALLIED AMBASSADORS MARCH 9, TO RENEW HIS REQUEST FOR SUCH TALKS. WE HAVE TRIPARTITE AGREEMENT ON DEFENSIVE TALKING POINTS, ESSENCE OF WHICH IS:

(A) WEST GERMANS HAVE UNUSED LEVERAGE VIS- A- VIS GDR, E. G. OVERFLIGHT RIGHTS FOR INTERFLUG;

(B) ALLIES, ON OTHER HAND, HAVE NOTHING TO OFFER USSR;

(C) GENERAL AIR DISCUSSIONS WITH USSR COULD OPEN PAN-DORA' S BOX OF ANCILLARY PROBLEMS THAT WE WANT TO LEAVE UNTOUCHED;

(D) WE WILLING HOLD TECHNICAL TALKS ALTHOUGH IT CLEAR IN ALLIED VIEW THAT MODIFICATIONS OF BCZ REGIME ARE NOT REQUIRED.

5. ADDITIONAL POINTS:

(A) BRITISH FELT POSITION IN PARA 8 REFTTEL C WENT BEYOND WHAT ALLIES PREVIOUSLY AGREED TO. THEY DID NOT RULE OUT MAKING SUCH AN OFFER AS A " SWEETENER" TO THE GERMANS, BUT THEY SAID IT WOULD REQUIRE CAREFUL CONSIDERATION.

(B) BRITISH AND FRENCH BOTH STRONGLY OPPOSED TALKING TO GERMANS ALONG LINES OF SECOND SENTENCE PARA 3 REFTTEL C. (COMMENT: WE AGREE THAT, WHILE THIS THOUGHT MAY UNDERLIE SOME OF OUR ARGUMENTATION, IT WOULD BE PSYCHOLOGICALLY UNWISE TO STATE IT EXPLICITLY TO GERMANS AT PRESENT TIME.)
CONFIDENTIAL

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PAGE 03 BONN 03558 091558 Z

(C) BRITISH AND FRENCH BOTH THOUGHT MAKING POINT IN PART
10 REFTEL C WOULD APPEAR TO BE EXCESSIVE INTERFERENCE IN THE
FRG'S BILATERAL TALKS WITH GDR.

COMMENT

6. WE CONTINUE TO BELIEVE, AS WE STATED IN BONN 2133,
THAT IT WOULD BE PREFERABLE TO MAKE OUR POSITION CLEAR TO
THE FRG BEFORE THE FRG- GDR CIVIL NEGOTIATIONS GATHER
MOMENTUM AND BEGIN TO GENERATE PRESSURES, AS THEY WILL
INEVITABLY DO IN SOME CASES, FOR THE ADOPTION OF POSI-
TIONS WHICH ARE NOT IN OUR BEST INTEREST IN BERLIN. HOW-
EVER, IT MAY TAKE A LITTLE TIME TO BRING OUR BRITISH AND
FRENCH COLLEAGUES AROUND TO THIS POINT OF VIEW. IN ANY
EVENT, SO LONG AS THE GDR NEGOTIATORS ARE COMPLETELY UN-
YIELDING ON THE QUESTION OF FRG- BERLIN TRAFFIC, THE
POTENTIAL PROBLEMS THAT WOULD FLOW FROM THE GRANTING OF
GDR OVERFLIGHT RIGHTS FOR SUCH TRAFFIC WILL NOT ARISE.
IN FACT, OUR JUDGMENT IS THAT THINGS WILL MOVE PRETTY
SLOWLY IN THOSE NEGOTIATIONS.

7. AS FOR LUFTHANSA'S PARTICIPATION IN THE IGS, OUR DIF-
FERENCES WITH BRITISH AND FRENCH MAY BE MORE APPARENT
THAN REAL. THEY AGREE WITH US THAT SUCH LUFTHANSA PARTI-
CIPATION NOW OR IN THE NEAR FUTURE WOULD BE DETRIMENTAL
TO THE POSITION OF THE ALLIED CARRIERS, AND THEREFORE TO
BERLIN'S SECURITY. HOWEVER, THEY DO NOT WANT TO APPEAR
MORE RIGID NOW THAN WE WERE A YEAR AGO AT THE TIME OF
THE BONN GROUP STUDY ON BERLIN AIR SERVICES, WHEN WE
AGREED TO SAY THAT A TIME MIGHT COME WHEN THE FRG AND
ALLIES TOGETHER COULD CONSIDER INTRODUCING A LIMITED
NUMBER OF LUFTHANSA SERVICES ON A CONTROLLED BASIS, CON-
SISTENT WITH THE VIABILITY OF THE ALLIED CARRIERS. PERHAPS
WE COULD RESTATE THE CASE IN ESSENTIALLY THESE TERMS TO
THE GERMANS, POINTING OUT THAT OUR POSITION HAS NOT CHANGED
BUT THAT WE REGARD THE PRESENT TIME AND THE NEAR FUTURE,
WHEN THE ALLIED CARRIERS ARE ADJUSTING TO A REDUCED
DEMAND RESULTING FROM GREATER USE OF THE LAND ROUTES, AS
HIGHLY UNSUITABLE FOR SUCH AN EXPERIMENT.

8. BRITISH REP'S COMMENT ON PARA 8 OF REFTEL C ADUMBRATES
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PAGE 04 BONN 03558 091558 Z

LIKELIHOOD OF UK RESISTANCE OF EXPANDING CONCEPT OF NON-
THREE POWER FLIGHTS AS WELL AS TO NOTION OF LUFTHANSA
STOPOVERS IN WEST BERLIN ON A VARIETY OF INTERNATIONAL
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E E E E E E E

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